# COVID-19 Intensifies Nursing Home Workforce Challenges

#### Office of the Assistant Secretary for Planning and Evaluation

The Assistant Secretary for Planning and Evaluation (ASPE) advises the Secretary of the U.S. Department of Health and Human Services (HHS) on policy development in health, disability, human services, data, and science; and provides advice and analysis on economic policy. ASPE leads special initiatives; coordinates the Department's evaluation, research, and demonstration activities; and manages cross-Department planning activities such as strategic planning, legislative planning, and review of regulations. Integral to this role, ASPE conducts research and evaluation studies; develops policy analyses; and estimates the cost and benefits of policy alternatives under consideration by the Department or Congress.

### Office of Behavioral Health, Disability, and Aging Policy

The Office of Behavioral Health, Disability, and Aging Policy (BHDAP) focuses on policies and programs that support the independence, productivity, health and well-being, and long-term care needs of people with disabilities, older adults, and people with mental and substance use disorders.

NOTE: BHDAP was previously known as the Office of Disability, Aging, and Long-Term Care Policy (DALTCP). Only our office name has changed, not our mission, portfolio, or policy focus.

This report was prepared under contract #HHSP233201500035I between HHS's ASPE/BHDAP and Mathematica. For additional information about this subject, you can visit the BHDAP home page at https://aspe.hhs.gov/bhdap or contact the ASPE Project Officers, at HHS/ASPE/BHDAP, Room 424E, H.H. Humphrey Building, 200 Independence Avenue, S.W., Washington, D.C., 20201; Marie.Squillace@hhs.gov, Helen.Lamont@hhs.gov, Iara.Oliveira@hhs.gov, Judith.Dey@hhs.gov.

# COVID-19 Intensifies Nursing Home Workforce Challenges

Noelle Denny-Brown
Denise Stone
Burke Hays
Dayna Gallagher

Mathematica

October 2020

Prepared for
Office of Behavioral Health, Disability, and Aging Policy
Office of the Assistant Secretary for Planning and Evaluation
U.S. Department of Health and Human Services
Contract #HHSP233201500035I

The opinions and views expressed in this report are those of the authors. They do not reflect the views of the Department of Health and Human Services, the contractor or any other funding organization. This report was completed and submitted on September 24, 2020.

## **TABLE OF CONTENTS**

ACI	RONY	MS	iii
I.	INT	RODUCTION	1
		Background	
II.	KEY	FINDINGS	8
	A.	What Types of Workforce Challenges are Nursing Homes Facing during the COVID-19 Pandemic?	8
	B.	What New Policies and Practices have been Implemented to Address	
		Challenges related to the Direct Care Workforce and Nursing Home Operations?	12
	C.	What Types of Infection-Control Challenges are Nursing Homes Facing	
		during the COVID-19 Pandemic?	17
	D.	What New Policies and Practices have been Implemented by Federal and State	
		Governments to Address Challenges related to Infection-Prevention and	
		Control, and Nursing Home Operations?	19
III.	CON	NCLUSION	22
APP	ENDI	X	24
		Stakeholder Interviews	
	B.	Systematic Policy Review	26
		Gaps and Limitations	
ADI	END	UM	29
ENI	NOT	ES	31

### **LIST OF EXHIBITS**

EXHIBIT 1.	Distribution of Types of Nursing Employees in Nursing Homes, 2016	1
EXHIBIT 2.	Timeline of Federal Actions Taken to Respond to COVID-19 affecting the Nursing Home Industry	4
EXHIBIT 3.	Average Number of COVID-19 Cases per 1,000 Nursing Home Residents as of July 2020	5
EXHIBIT 4.	Workforce Challenges in Nursing Homes Stemming from COVID-19 and Strategies Implemented to Mitigate Challenges	10
EXHIBIT 5.	Stakeholders that Participated in a Semi-Structured Interview	24

### **ACRONYMS**

The following acronyms are mentioned in this report.

ASPE HHS Office of the Assistant Secretary for Planning and Evaluation
ASPR HHS Office of the Assistant Secretary for Preparedness and Response

CARES Act Coronavirus Aid, Relief, and Economic Security Act CDC HHS Centers for Disease Control and Prevention

CHIP Children's Health Insurance Program

CMS HHS Centers for Medicare & Medicaid Services

CNA Certified Nursing Assistant COVID-19 Coronavirus Disease 2019

CPRSAA Coronavirus Preparedness and Response Supplemental Appropriations

Act

DHS U.S. Department of Homeland Security

DPA Defense Production Act

eNLC Enhanced Nursing Licensure Compact

FDA HHS Food and Drug Administration FEMA Federal Emergency Management Agency

FMLA Family and Medical Leave Act

HHS U.S. Department of Health and Human Services

LPN Licensed Practical Nurse

NHRA Nursing Home Reform Act

PPE Personal Protective Equipment PPP Paycheck Protection Program

PTO Paid Time Off

QIO Quality Improvement Organization

RN Registered Nurse

SNF Skilled Nursing Facility

UV Ultraviolet